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MEMORANDUM FOR: Chief, Far East Division, DDP Auth: DDA REG. 77/1763

FROM: Chief, Management Training Division, DTR 270278 Date: 270278 By:           

SUBJECT: Summary Report on Initial Phase of Human Resources Program

1. It has been a pleasure and an extremely interesting experience to conduct the initial phase of the CIA Human Resources Program with four groups of supervisors in FE: 23 April - 5 May; 6 - 13 May; 14 - 21 May; and 25 May - 2 June.

2. The purpose of the Human Resources Program is to improve the quality of supervision throughout the Agency by focusing the attention of each supervisor - from the level of Unit Chief to DCI - upon human relations as the key to effective management. The initial phase of the program consists of four one hour group meetings and a one-half hour conference with each supervisor. It is planned to conduct a one hour follow-up meeting with each group of supervisors approximately once every eight weeks for as long as such meetings appear to make a contribution to management thinking and action in your division. I expect to return for the first follow-up meeting with each of the four groups of supervisors in FE soon after 1 September.

3. Attached is a set of the outline materials distributed in the program in FE. The same sheets were given to the members of each of the four groups, with the exception of Page 1 for Group Meeting #2. Page 1 for Group Meeting #2 is a summary of the problems discussed in Group Meeting #1 and in the individual conferences and therefore differs somewhat for each group.

4. I send you this staff report as a summary of the points that came up during the group and individual discussions.

As I think is generally recognized throughout the Agency, the present functional organization of the covert side appears to be in conflict with the generally accepted principles of management.

In discussing management problems with FE supervisors or in considering suggestions for improving the process of management in FE, the tried and true canons of sound management emerged in sharp contrast to actual operations. You will find on the sheets for Page 1 for Group Meeting #2, under problems noted here, virtually a complete roster of the most basic management problems.

I should like to emphasize that this is a reflection of problems that are basically DDP problems.

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Although action at the Division level to improve management can only be ameliorative, rather than fundamentally remedial, I am sure that all such effort is thoroughly worthwhile and will ultimately result in significant improvements to the Agency as a whole. Throughout the Division there is full awareness of the basic problems and evident desire to commence whatever action may promise to solve them.

5. While fully cognizant of the three most fundamental management problem areas in DDP: (a) the function of a chief of mission in the field, theoretical and actual; (b) the tendencies of the three (or four) senior staffs to become line instead of staff in function; and (c) the actual and theoretical command responsibility of the division and the locus of that responsibility; - I note below problem areas that may be of interest to you and which I am sure can be given attention with great profit to the efficiency and morale of your division.

6. Significant progress can be made to improve management within FE if the specific functions and responsibilities of each individual are made clearer. Even though the whole division may serve as staff to the chief's of missions in the field, operations within the division still require clear lines of responsibility with commensurate authority.

7. It appears that some one operating level should be the action spearhead to be supported by all other echelons. If primary emphasis were put on the case officer's function and all other elements were considered to be in support of the case officer's job, that would provide a focus for effort and an alignment of all other functions. On the other hand, undoubtedly a strong argument can be made for spot-lighting the branch chief's function and having all other elements serve his program objectives. At present it appears that everyone is a case officer, everyone is involved with project papers, and no one has time to ride herd on the administrative or management aspects of the division's operations.

There also appears to be no final operating responsibility in the division, - a situation similar to the lack of final command authority among the three (or four) senior staffs.

8. The FI, PP, and PM staff components within FE certainly seem to work effectively and harmoniously with the branches. But the attitude toward the DDP senior staffs generally is explosive.

There is evident need to develop the means to familiarize many of those on the senior staffs with actual operations; to help the senior staffs to realize their responsibilities for positive, helpful reactions to proposed projects rather than negative, veto reactions without constructive criticism or assistance to the project case officer. On the other hand,

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There is regretment that many able people with operational experience have sought or have been sought by the senior staffs rather than being placed in useful key positions in the area divisions.

9. Intra-division communication regarding policies, plans, programs, and project results is the most obvious problem in most management situations. In FE, with fairly small components, it is apparently felt that the communication function is usually carried out through informal daily contacts or by meetings called to discuss specific projects. It is my impression that communication within the division is spotty and that there is need for people to be better informed than they are now regarding operations that do directly concern them.

If the principle can be accepted that each individual in the division should participate in a staff meeting appropriate to his level of responsibility regularly, then, I believe, the structure for effective communication both up and down is assured; and it will usually work satisfactorily.

10. Morale can be greatly strengthened in the division if conscious attention is given to the following:

a. There apparently needs to be more attention given to the necessity for treating each person in the organization with courtesy and consideration. Working under the tensions that are evident in FE, exasperation tends to eclipse tact, orders supplant discussion, and simple courtesy is forgotten.

b. Personnel management seems to be a mystery to most in the division. There is need for periodic placement follow-up interviews and for written statements of assignment contract or understanding all along the line, and then scrupulous adherence to such understandings, contracts, or promises. There appears to be a considerable lack of confidence in such understandings.

c. There is general bewilderment regarding the meaning of career service for those in FE; alarm about what to do with personnel returning from the field; and confusion regarding the meaning of rotation. Inherent in this situation appears to be the need to clarify the opportunities in CIA for generalists as contrasted to specialists, Agency-wide as contrasted to division-wide career opportunities, and how an individual picks his objective and advances toward it.

d. There was strongly expressed need for periodic evaluation of progress as individuals and as groups. Efficiency is apparently being seriously handicapped by a tendency to lean too far back in applying the doctrine of need to know. The individuals intimately concerned with operations need to know a great deal about the inception, projection, and follow-up of those operations if they are to do their work well.

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6. In short, there does not appear to be adequate recognition of the importance of the individual and the degree to which CS activities succeed or fail in terms of individual initiative, judgment, courage, and resourcefulness.

11. Support activities, in addition to personnel, certainly require clarification. It was felt that coordination on fiscal matters frequently resulted in arbitrary participation of staff people in essentially line decisions. It was frequently stated [redacted] regulations were too ponderous and too specific to be useful.

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12. In summary, - as we have discussed at each of the Group Meeting #2 sessions in this program, there is most eloquent need for the type of activity, essentially educational in character, through which the extremely able people in FE can discuss and develop policies and accepted lines of action that are required to achieve effective clandestine services. It is evident that there must be a great deal of fundamental thinking from scratch on the organization and coordination of clandestine services. I have never worked with a group of people who were so highly motivated but so quietly desperate as the supervisors I met in this program in FE.

13. I am convinced through my experience to date with 376 supervisors in the CIA Human Resources Program that the place to begin to strengthen the management process is right where each of us may be.

The objective is to develop a lowest common denominator of management thinking in CIA, in terms of which we may make a united effort to achieve a common goal: to make CIA the best managed agency in Government.

14. I shall be happy to drop in at your convenience to discuss this report in more detail. After I have conducted two or three follow-up meetings with each of the four groups of supervisors this autumn and winter, we can decide whether this program should continue in FE or whether such activity can be more effectively carried on through the normal staff meetings within the division.

15. Thank you very much for your memorandum of 3 June to the Director of Training. May I also express my appreciation for the cordial reception to this program in FE and to [redacted] and his staff for his efficient programming and the arrangements for these meetings.

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